



PHILIPPINES 2000



DEPT. OF SOCIAL WELFARE & DEVT.  
IDP ROAD, CONSTITUTION HILLS, C.C.

MAY 07 2003

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**ADMINISTRATIVE ORDER**

NO. 58

Series of 2003

**SUBJECT: DSWD GUIDELINES ON CONTINGENCY  
PLANNING FOR CRISIS MANAGEMENT**

**I. RATIONALE/SITUATIONER:**

The war between the United States and Iraq had caused an international and local crisis. An estimated 1.4 m Overseas Filipino Workers who are working in Iraq and neighboring countries are in danger of evacuation and economic displacements. Within the country, families and/or relatives of these OFW's are overly concerned about the well-being of their loved ones working in affected countries.

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Families of OFWs have to be assisted to allay fears and reduce stress as to the situation of their loved ones in the Middle East.

Wars and crisis situation can happen anytime, anywhere which the Philippine government has to prepare for.

The DSWD, being one of the major OPR's (Office of Primary Responsibility) have a major role to play in the relief and rehabilitation of the families affected by the crisis and in allaying their fears as well as their loved ones of possible socio-economic displacements. Hence, the need for the crafting of this guidelines.

**II. MANDATE AND LEGAL BASIS**

The DSWD draws its authority from the following:

1. Executive Order No. 15, series of 1995 mandates the DSWD to provide assistance to Local Government Unit (LGUs), Non-government Organizations (NGOs), other National Government Agencies (NGAs), Peoples Organization (POs) and the members of civil society in effectively implementing programs, projects and services that will alleviate poverty and empower

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disadvantaged individuals, families and communities for an improved quality of life.

2. P.D. 1566 – Strengthening of the Disaster Coordinating Council at all levels mandates and/or provides:
  - Creation of the National Disaster Coordinating Council at all levels. It set guidelines for planning for disaster operations and empower the local government to be used for disaster preparedness which shall include among others the organization of all DCCs, establishments of physical facilities, the equipping and training of disaster action teams. Moreso, DSWD as the lead agency for Relief and Rehabilitation Committee...
  - Self-reliance shall be developed by promoting and encouraging the spirit of self-help among the local officials and the people.
  - Each political subdivisions of the country shall utilize all available resources in the area before asking assistance from neighboring entities or higher authorities.
  - The primary responsibility rests on the government agencies in the affected areas in coordination with the people.
  - The national government exists to support the local government.
  - Planning and operation shall be done in the barangay level in an inter-agency, multi-sectoral basis to optimize the utilization of resources.
3. R.A. 7160 – Local Government Code – Mandates the devolution of powers and functions to Local Government Units for the delivery of basic social services, including disaster management.
4. R.A. 8185 – Local Disaster Funds
  - An act amending section 324 (d) of RA 7160 otherwise known as the Local Government Code of 1991.
  - Five percent (5%) of the estimated revenue from regular sources shall be set aside as an annual lump-sum appropriation for unforeseen expenditures arising from the occurrence of calamities: provided, however, that such appropriation shall be used only in the area, or a portion thereof, of the local government unit or other areas declared by the President in a state of calamity.

5. Crisis Management and Security Manual which provides for mechanisms and procedures to safeguard and protect the OFWs in war torn or countries in crisis.

### III. GOALS, OBJECTIVES AND SCOPE

#### A. Goals

1. Responsive DSWD National, Regional and Local Crisis Management;
2. Citizen is able to cope with the effect of crisis situation;
3. Peaceful and "business as usual" atmosphere in the midst of crisis.

#### B. Specific Objectives

1. To formulate a preventive, proactive and responsive crisis management plan/system.
2. To coordinate with appropriate bodies and agencies relative to DSWDs social responsibilities.
3. To provide a clear delineation of authority, roles and coordination in crisis management.
4. To establish a well-coordinated crisis management structure both at the national and local levels.
5. To assist in the provision/dissemination of responsive and calibrated information to the OFWs, their familiar and the general public.
6. To ensure speedy post crisis recovery to the affected families and communities.
7. To participate in the planning and provision of humanitarian assistance in post-war Iraq.

#### IV. CONFLICT MANAGEMENT CONCEPTS

##### A. Crisis and Emergency

1. Crisis – is a situation or state of affairs that is about to bring a decisive change for better or for worse;
2. Disaster – is an event, natural or manmade, sudden or progressive, which impacts with such severity that affected community has to respond with exceptional measures. The scale of its effects cannot be dealt with by the emergency services and local authorities as part of their normal day-to-day responsibilities;
3. Emergency – is a sudden and/or unforeseen event or state of affairs which need immediate response.

##### B. Decision making Process

1. Decision basis would be the following:
  - Information or intelligence reports from official authorities on the likelihood of the war
  - Contingency measures for OFW's in the Middle East
  - Prevailing public pulse thru media
  - Feedback and interaction of world leaders
  - Countries reaction and sentiments to the conflict
2. Problem analysis shall be based on information gathered thru day to day monitoring reports and others indicated in no. 1
3. Phases of Action which should be considered in the formulation and activation of DSWD Contingency Plans at the national and regional levels:
  - Proactive
    - Map out areas with high concentration of families of OFW's;

- Conduct briefings/consultation within DSWD and critical stakeholders in the regions such as the LGUs and the members of the communities on Disaster Responsive and OFW's families;
- Identify/set up arrangement for evacuation centers for large scale evacuations management and operationalization based on existing guidelines;
- Prepare needed relocation maps should there be evacuation within the barangay;
- Identify main and alternate warehouses for basic/urgent relief supplies;
- Prepare/ brief the National and Regional QUART Team and ensure that local counterparts are also organized and capacitated.
- Prepare information and communication plan to allay fears and anxieties and prevent chaos;
- Organize/Reactivate Critical Incidence Stress debriefing Teams.

b) Reactive/Relief Phase

- Activate QUART and CISD Teams at Central and Regional levels, with concentration of support in regions affected or where concentration of OFW's families;
- Activate coordination and support mechanisms for the operationalization of evacuation centers for large scale evacuation e.g. gymnasiums, schools, and other structures with pre-arranged agreements;
- Provide augmentation support or in case of limited LGU capacity, DSWD team to manage designated evacuation centers;
- Activate Social Welfare Inquiry and Donor's Desk and CISD teams;
- Activate the appropriate procedures and mechanisms for the Social Welfare Action Program as provided for in Administrative Order No. 10, Series of 1990;

### c) Post Crisis

- Provide technical assistance to the LGU's in the conduct of post crisis assessment and rehabilitation planning for heir affected OFW's constituents and families;
- Provide commodity or financial support to LGU's based on their capacities in consideration with the provision of RA 7160 and RA 8185;
- Prepare overall/terminal crisis operations report to the President thru the NDCC Designated ask Forces

## V. AREAS OF RESPONSIBILITY

The DSWD is the Office of Primary Responsibility (OPR) mandated to provide relief and rehabilitation assistance to OFWs and their families should they be evacuated back into the country. It is also required to formulate a communication plan to inform the publics of what DSWD in particular and the government in general is doing.

## VI. OPERATIONAL POLICIES

1. The DSWD, being the Office of Primary Responsibility for the provision of relief and rehabilitation assistance at the national level is required to provide augmentation assistance to the local government units where the OFW's come from or will return to if evacuated from war torn or crisis-affected countries or those affected by sympathizing terrorist groups.
2. Inter-agency, coordinative and integrated approach to crisis should be observed at all levels. The Overseas Workers Welfare Administration of the Department of Labor and Employment is the pprimary agency of government catering to the needs of the OFW's. DSWD shall then provide the needed support to OWWA along psycho-social debriefing, counseling and other relief needs.
3. The National/Regional Committee on Disaster Response should be activated and be tasked to provide policy directions and clarifications, material and technical support during the pre-crisis, actual operations and reintegration of OFW's.
4. All Field Offices should activate their quick response mechanisms and make sure that contingency and communication

plans are updated from time to time to suit to the prevailing situations.

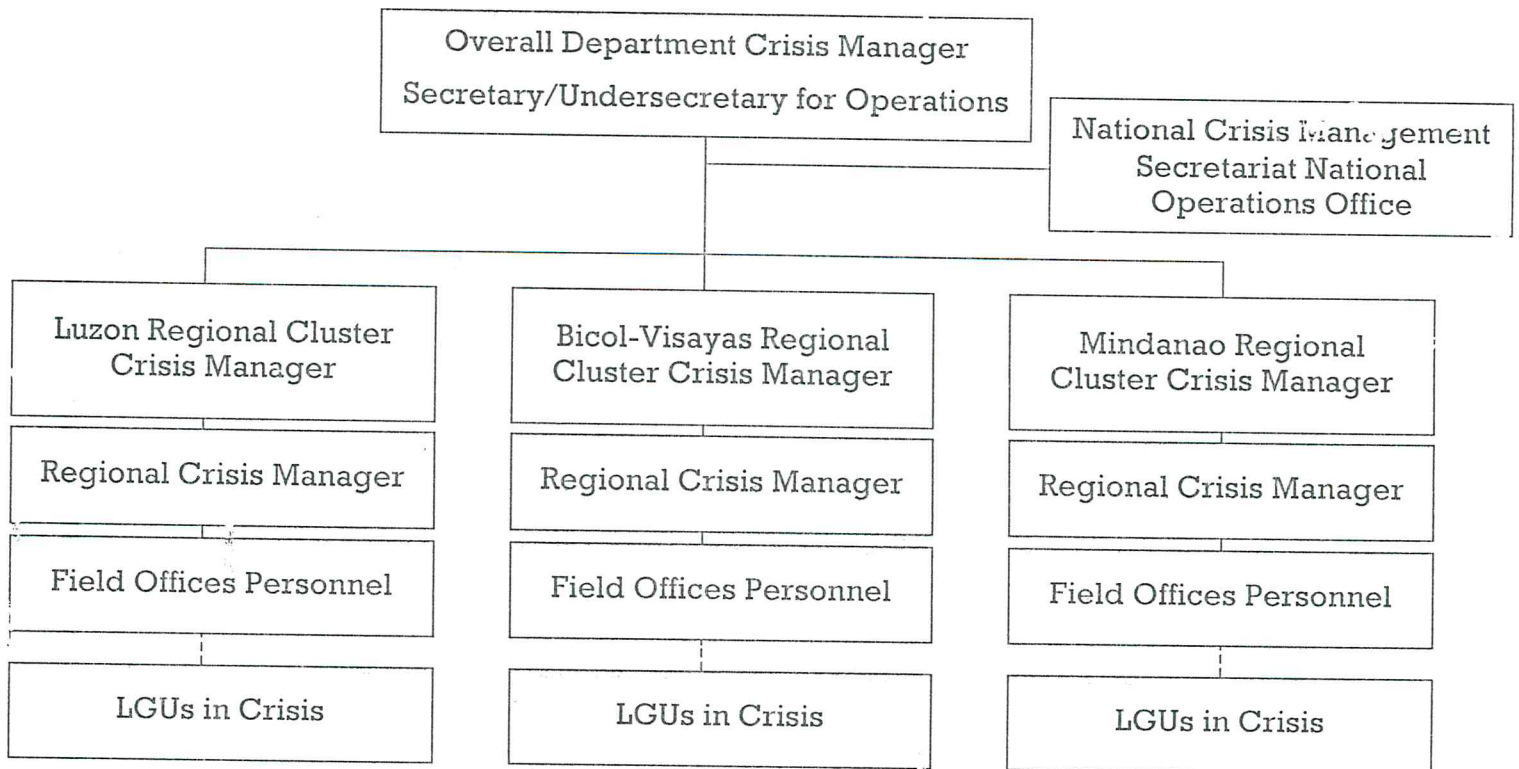
5. All Field Offices are required to maintain a 1,000 family packs for two (2) weeks supply of basic relief goods. In case of protracted operations, credit arrangements with the NFA and accredited private suppliers shall be activated.
6. In the event of closure of government offices, all DSWD staff shall be required to report to work at DSWD offices institutions or LGUs SWD offices or evacuation centers as manpower augmentation. In such event, they shall report to the head of the local SWDO Evacuation Center Manager.
7. All Field Offices should be ready to assist/access the OFW's to various resources. Networks with different agencies, NGAs, POs, etc. should be strengthened.

## VII. OPERATIONAL ARRANGEMENTS AND STRUCTURE

1. The Department Secretary shall be the Overall Department Crisis Manager to be assisted by the Undersecretary for Operations. The Undersecretary for General Administrative Support Services and Policy and Programs will provide support based on need or specific area of concern.
2. The Assistant Secretaries/Coach monitor shall be the Regional Cluster Crisis Manager and shall be responsible in ensuring that  
  
support needed by affected regions under the cluster are provided and that reports are submitted by the Field Offices on time.
3. The National Operations Office shall be the Crisis Management Secretariat and shall provide reports/updates as regularly required by the Overall Department Crisis Manager and the regional Cluster Crisis Manager.
4. The Field Directors shall be the Regional Crisis Manager and shall be directly responsible to the Overall Department Crisis Manager. All Assistant Regional Directors shall automatically take over the task in the absence of the Regional Crisis Manager.
5. All program bureaus and service directors shall be posted/assigned to a region to support and serve as team leader of the support team assigned in the region.

6. All field Offices are required to maintain a weeks supply of basic relief goods. In case of protracted operations, credit arrangements with NFA and accredited private supplies shall be activated.
7. In the event of closure of government offices, all DSWD staff shall be required to report to work at DSWD offices , institutions or LGUs SWD offices or evacuation centers as manpower augmentation . In such event , they shall report to the head of the local SWDO Evacuation Center Manager.

**DSWD Crisis Management Structures/Flow of Command**



**VIII. INTER-AGENCY ARRANGEMENTS**

The DSWD in coordination with the Overseas Workers Welfare Administration and the Philippine National Red Cross agreed for an inter-agency support for the crisis. The following are the inter-agency agreements with OWWA:

**A. RESPONSE/RELIEF STAGE:**

1. Mass Evacuation of OFWs back to the Philippines

The OWWA will undertake the following:



- a. Make representation with the NAIA for the availability of processing or holding facilities near the international airports such as Philippine Village Hotel, etc.
  - b. Provide shuttle services for OFWs from airport to holding/billeting centers or to bus stations or ports should the OFWs decide to go home immediately;
  - c. Assume cost of transportation for OFWs and families;
  - d. Provide temporary shelter/ billeting facilities to OFWs and their families;
  - e. Organize team to manage/facilitate holding area;
  - f. Provide Psycho-social debriefing in coordination with DSWD and other partners such as the NRC and the DOH.
2. Massing of families of OFWs from provinces to meet their relatives
    - a. OWWA shall provide billeting facilities, food, transportation assistance to needy families/members
    - b. Provide psycho-social intervention and counseling
  3. Mass Evacuation within Philippine territories due to terroristic activities
    - Activation of DSWD & members of the National Committee on Disaster Response of the various mechanisms/strategies.

**B. REHABILITATION/REINTEGRATION:**

- OWWA shall provide the following to documented OFWs:
  - a. Direct lending program (individual, collateralized P100,000/individual, 9% interest per annum
  - b. Re-entry loan to displaced worker (non-collateralized P20,000 group undertaking 4 to 6% per annum
  - c. Group loan - cooperatives and other association
  - d. Support services like training, capability building, business planning/management, etc.
- DSWD shall provide the following to undocumented OFWs:

- a. Social Preparation & Organizing
- b. Basic Business Management
- c. Seed Capital for livelihood projects
- d. Referral for job placement, training and capability building

IX. DSWD INVOLVEMENT IN POST WAR/CRISIS SITUATION

The Departments' nature and extent of involvement to post war/crisis activities of any affected countries shall be in accordance with the policy pronouncements of the National Government. Deployment of Department personnel and the skill requirements shall be based on the need and situation of countries where the Philippine Government will send Humanitarian Assistance Peacekeeping Team.

Whenever needed, DSWD will send representatives to undertake CISD / Psychosocial debriefing, community organizing and help install the bureaucracy in the long term.

X. MONITORING AND REPORTING

The Secretary shall be kept abreast of all development hence regular report shall be requested from concerned offices/crisis management units on a daily basis. The National Operations Office (NOO) shall consolidate, analyze and prepare the report for the Department leadership/EXECOM.

All orders, issuances or parts thereof inconsistent with this Administrative Order are hereby repealed or modified accordingly.

Issued in Quezon City, this 24 th day of April 2003.

*Corazon Juliano-Soliman*  
CORAZON JULIANO-SOLIMAN  
Secretary, DSWD

A CERTIFIED COPY:

*Renato F. Gilera*  
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